



# COUNTY OF KENOSHA

Division of Planning & Development

R05-21-A-003

Andy M. Buehler, Director  
19600 75th Street, Suite 185-3  
Bristol, WI 53104-9772  
(262) 857-1895

## IV.D. Narrative Information Sheet

1. **Applicant Identification:** Kenosha County (WI), Department of Public Works, 19600 75th Street, Suite 185-3, Bristol, WI 53104.
2. **Funding Requested:**
  - a. **Assessment Grant Type:** Community-Wide Assessment Grant.
  - b. **Federal Funds Requested:**
    - i. **\$300,000** grant request, which includes \$211,160 for hazardous contracts, \$44,560 for petroleum contracts, and \$44,280 for Kenosha County labor, costs, and programmatic implementation.
    - ii. **Federal Funds Requested Waiver:** Not applicable.
3. **Location:** Kenosha County (WI) proposes to serve all of the communities within Kenosha County, including: The City of Kenosha, the Villages of Pleasant Prairie, Salem Lakes, Somers, Twin Lakes, Bristol, Paddock Lake, and the Towns of Wheatland, Randall, Paris, and Brighton.
4. **Property Information for Site-specific Proposals:** Not applicable.
5. **Contacts:**
  - a. **Project Director:** Mr. Andy M. Buehler, Director of Planning and Development, Kenosha County Department of Public Works, 19600 75th Street 185-3, Bristol, WI 53104, Ph: (262) 857-1892, Email: [Andy.Buehler@kenoshacounty.org](mailto:Andy.Buehler@kenoshacounty.org).
  - b. **Chief Executive/Highest Ranking Elected Official:** Mr. Jim Kreuser, County Executive, Kenosha County, 1010 56th Street, Kenosha, WI 53140, Ph: (262) 653-2600, Email: [Jim.Kreuser@kenoshacounty.org](mailto:Jim.Kreuser@kenoshacounty.org).
6. **Population:** The following are the most recent and published estimated populations for Kenosha County, its City, Villages (V), and Towns (T) (census.gov and doa.wi.gov):

Municipality Name	Population (2019, est.)	Municipality Name	Population (2019, est.)
Kenosha County	170,071	Bristol (V)	5,126
City of Kenosha	99,841	Wheatland (T)	3,377
Pleasant Prairie (V)	21,599	Randall (T)	3,207
Salem Lakes (V)	14,730	Paddock Lake (V)	3,006
Somers (V, T)	10,057	Paris (T)	1,519
Twin Lakes (V)	6,141	Brighton (T)	1,462

**7. Other Factors Checklist:**

Other Factors	Page #
Community population is 10,000 or less.	n/a
The applicant is, or will assist, a federally recognized Indian tribe or United States Territory.	n/a
The priority brownfield site(s) is impacted by mine-scarred land.	n/a
The priority site(s) is adjacent to a body of water.	n/a
The priority site(s) is in a federally designated flood plain.	n/a
The reuse of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy; or will incorporate energy efficiency measures.	n/a
30% or more of the overall project budget will be spent on eligible reuse planning activities for priority brownfield site(s) within the target area.	n/a

**8. Letter from the State or Tribal Environmental Authority:** Please see attachment.



October 22, 2020

Nancy Retana  
Communications and Educational Support Specialist  
Kenosha County  
19600 75<sup>th</sup> Street  
Bristol, WI 53104

**Subject: State Acknowledgement Letter for Kenosha County**

FY21 EPA Community-wide Assessment Grant

Dear Ms. Retana:

The Wisconsin Department of Natural Resources (DNR) acknowledges the application of Kenosha County for U.S. Environmental Protection Agency Brownfield Grant funds identified above.

The DNR is fully committed to a collaborative partnership with Kenosha County, and will support your brownfield assessment and remediation efforts in many ways, including:

- The DNR can identify key state and federal contacts for your specific project and coordinate Green Team meetings with these individuals, in your community, to answer questions and discuss local plans, options and best practices.
- The DNR can assist you in identifying and obtaining additional financial assistance from state-managed grant and loan programs.

Obtaining EPA funding for this grant application is consistent with community needs, vital to the local economy and will help bring needed improvements to the quality of life for residents. Federal funding will also help initiate cleanup activities, create jobs and leverage local investments in brownfield redevelopment.

Sincerely,

Christine Haag, Director  
Remediation and Redevelopment Program  
Wisconsin Department of Natural Resources

Copy: Margaret Brunette – DNR SER

## IV.E. Narrative/Ranking Criteria

### **1. PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION**

#### **a. Target Area and Brownfields**

i. Background/Description of Target Area: Kenosha County (population of 169,561) is in southeastern Wisconsin and is the eighth most populous county and third most population dense county in the state. It has an area of 754 square miles, 12 miles of Lake Michigan shoreline, and a unique urban, suburban, and agricultural land setting. The county has seen a 1.37% rate of population growth of 1.37% over the past 8 years. Despite this, job losses and poverty rate increases translate to a 7.18% decreased revenue (in 2020 compared to 2019) due to an increase in tax-delinquent properties. As presented in the [2035 Comprehensive Plan](#), the county's growth and increased urbanization was accompanied by development issues including the rate and location of new urban development; the need to construct and expand utilities, schools, stormwater infrastructure, transportation facilities, and other essential urban services.

Up until the early 1980s, Kenosha County was a hub of American automobile manufacturing for iconic brands such as Chrysler, American Motors, Nash, and Rambler and other factories including Simmons Mattress, Snap-on Tools, and American Brass. In 1988, the iconic Chrysler plant closed, resulting in detrimental local employment trends that affects Kenosha County to this day. Nationally, the manufacturing workforce has declined over the last three decades as some factories moved to lower-cost countries while those production facilities that remained becoming increasingly automated, employing fewer workers; the same is true for Kenosha County. In January 2019, the Compass Minerals facility, in the heart of the city announced its closure, leaving 10-acres of contaminated property and laying off 40 people. Permanent closures of manufacturing plants resulted in significant job losses, high unemployment rates and poverty rates, decaying neighborhoods, inactive real estate markets, and underutilized/contaminated parcels (brownfields).

Following these major facility closures, Kenosha County's businesses were threatened in 2020 by the Coronavirus pandemic. Many local businesses closed during the pandemic will never reopen, production slowed, and jobless rates increased to 16.3%; rates estimated during the Great Depression. Most recently impactful was the harsh blow to local Kenosha County businesses in late August due to the civil unrest following the police shooting of Jacob Blake. Looting, arson, and violence occurred near the county courthouse downtown and moved west to 22<sup>nd</sup> Avenue in Uptown Brass Village, a major target priority brownfield site. At least 56 businesses were damaged or destroyed by looting and fire in these two districts, resulting in an estimated damaged value of at least \$50 million. The destruction of this unrest has left a significant impact on Kenosha County, with many owners unable to rebuild or moving from the already blighted communities of the county.

The cumulative effect of declining employment prospects has resulted in several hundred tax-delinquent commercial and industrial properties in the county, representing an extreme economic burden for the community. To reduce the number of tax delinquent parcels, Kenosha County developed a Tax Delinquent Program Initiative (2019). The program streamlines the process for the taking of tax-deed eligible parcels. It encourages a proactive approach on tax delinquent brownfield parcels, targeting areas with potential health and crime issues, and areas of higher economic disadvantage. Between 2019 and 2020, there was an increase of \$483,396 of tax delinquent properties, increasing the tax burden of Kenosha County. It is anticipated that this will continue to increase in the coming tax year due to the Coronavirus pandemic and local

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unrest resulting in property damages. Kenosha County is requesting a \$300,000 EPA Assessment Grant to assess three contaminated parcels acquired through the tax-delinquent program to positively benefit the community. This will assist in the revitalization of the local economy as the county begins to heal from the effects of job losses, local unrest, and the pandemic. The county's bond rating will increase, which permits the county to pay lower interest rates on borrowed funds and means the county can pay less to entice borrowers to invest in the community.

ii. Description of the Priority Brownfield Site(s): Three priority sites have been identified throughout three distinct neighborhoods in the City of Kenosha (population of 99,263), the county seat and largest municipality. Its residents accounts for 59% of the county's total population. These neighborhoods have experienced increased poverty rates due to lower incomes and lack of employment opportunities, increased health concerns resulting from inadequate access to healthcare, high rental populations, and higher crime rates than elsewhere in the city or county. There is also an increased number of blighted and distressed properties, along with a high number of building lot vacancies. These assessment sites are all in high-density neighborhoods where approximately 40% of residents are minorities, and more than 60% of residents live in poverty. Site cleanup and re-development of these tax-delinquent sites will create employment opportunities in neighborhoods most in need, thus increasing city and state revenues and remove health threats and blight that impact surrounding projects.

Poerio Park (PP), a WDNR Bureau for Remediation and Redevelopment Tracking System (BRRTS) designated site, is in the residential Poerio Neighborhood. It is comprised of 70-acres of unused land and a park located over a former ravine filled with incinerator ash, white goods, and construction debris. This site is referred to as the "orange ooze" site after orange-colored ooze was discovered discharging from the site into an adjacent Pike River tributary. A portion of this property was transformed into Poerio Park, which is adjacent to a grade school and the Pike River tributary. The abandoned remaining unusable portion of this site was acquired by the county through their tax delinquency process (exempt from liability by CERCLA 101(20)(D)). Developing the remaining property has become a municipal obligation due to its possible endangerment of health for residents. Development of the site has been stalled by historical illegal landfill construction debris and the presence of volatile organic compounds (VOCs), heavy metals, and other unknown contaminants.

Former Hillside Hardware (FHH) in the Endee Neighborhood is a highly visible, tax delinquent property located at 4614 52nd Street in the City of Kenosha. This former hardware store/auto repair facility was in operation from the 1950s until the early 2000s. Limited investigations have indicated the presence of VOCs, polynuclear aromatic hydrocarbons (PAHs), and other compounds above screening levels in soil and groundwater. The tax delinquent status and known contamination on the property has impeded reuse. The FHH is a source of blight for the neighborhood and the site area is a concern due to frequent police calls and interventions reported.

Roosevelt Body Shop (RBS) is a vacant tax-delinquent property located at 2907 63rd Street in the city's Roosevelt Neighborhood and is part of the Uptown Brass Village Neighborhood Association (UBV). The RBS operated as a historic automotive repair and busing company from the 1930s to the 2000s. Potential environmental conditions at the RBS site include VOCs and petroleum impacts to soil and groundwater at the site. Recent violence in UBV from looting, buildings lit on fire, and local unrest has drastically impacted the local

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community. It is anticipated the neighborhood will recover eventually, thus, assessment and eventual cleanup of the RBS is imperative to the revitalization of UBV.

### b. Revitalization of the Target Area

i. Reuse Strategy/Alignment with Revitalization Plans: Kenosha County intends to identify and quantify the impacts to determine potential exposure risks and cleanup plans at the PP and FHH sites to allow for reuse by community partners as revitalized commercial/industrial or park space. For FHH, beneficial reuse for the property could bring multiple commercial business options to an underserved neighborhood. The assessment/cleanup and ultimate commercial reuse of the RBS falls in line with the UBV's reuse plans, which includes beautification, storefront improvements, streetscaping, business recruitment, safety and security, transportation, and education. Additional assessments on inventoried brownfields sites are anticipated to yield either assessment/cleanup activities prior to reuse, or no further action, and the site can be returned to the tax roll, which will lessen the financial burden on the county and will produce tangible job training/creation, or public health outcomes.

Kenosha County has several approved revitalization plans, including [A Park and Open Space Plan for Kenosha County](#) (2012), [the Sustainable Kenosha County: Concept Paper](#) (2016), [the Comprehensive Plan](#) (2010), a [Comprehensive Bike Plan](#) (2013), Kenosha [First-An Economic Development Strategy for Kenosha County](#) (2009), and localized comprehensive plans for the [City of Kenosha](#), the Towns of [Randall](#), [Salem](#), [Wheatland](#), and the Villages of [Twin Lakes](#) and [Pleasant Prairie](#). Applying grant funding to the target priority sites will enable Kenosha County to meet goals as outlined in these plans to “the reuse of lands with existing infrastructure, improving existing structures; encouraging private investment; and providing land for reuse within existing neighborhoods for commercial/industrial employment opportunities.”

ii. Outcomes and Benefits of Reuse Strategy: Kenosha County's tax delinquent program is key to identifying and addressing environmental issues at declining properties through reuse and tax credits. The existing priorities list and potential reuse at FHH and PP also falls in line with comprehensive plan goals to promote a range of commercial/industrial reuse options. Reuse at the RBS will help the grassroots efforts of UBV to implement an uptown commercial core and business district revitalization. The grant funded work will serve as an educational opportunity for faculty to engage the nearby student population at the University of Wisconsin-Parkside (UW-P) that is inclined to move out of the largely rural county for larger city centers by giving them a vested interest in the future of their communities. In addition to the local resources, this program will spur private investment per the 2017 Tax Cuts and Jobs Act established Opportunity Zones (OZ) in distressed communities. The location of the FHH Priority Site within a certified OZ enables the County and the City of Kenosha to pursue site investment through the OZ program in this older neighborhood.

### c. Strategy for Leveraging Resources

i. Resources Needed for Site Reuse: Pending future budget appropriations, Kenosha County will secure funds to supplement the assessment, cleanup, and/or reuse planning/implementation work funded by the grant for priority sites. In addition, additional grant funding sources will be sought to leverage funding. Future collaboration with local businesses in the priority neighborhoods will be sought to improve the aesthetics of the RSB. Carthage College has expressed interest in the PP (orange ooze) site as potentially for student housing or other ancillary services, providing

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another opportunity to leverage resources. Lastly, the county will work with the Wisconsin Economic Development Corporation's (WEDC's) Region 7 to encourage tax incentives for new establishments to move to Kenosha County. Kenosha County will also continue to work closely with the WDNR and their Wisconsin Assessment Monies (WAM) program to assist with funding for the assessment of properties not deemed eligible for EPA Assessment Grant funding. The redevelopment of these properties will provide economic opportunities and jobs for residents, will help revitalize vacant and blighted properties, and will increase the taxable values of these properties.

ii. Use of Existing Infrastructure: Each priority site, and surrounding properties, is supported by city utilities, including water, sanitary/storm sewer, electricity, natural gas, telecommunications, cell towers, public transportation, roads, and sidewalks. This grant allows the reuse visions for the Endee, Poerio, and Roosevelt neighborhoods to be advanced with the adequate infrastructure in place to support these visions, to include the use of this existing infrastructure. By maintaining existing structures where possible and support zoning changes in addition to these infrastructures through mitigation, remediation, or risk assessment these priority sites will be shovel ready for redevelopment.

### **2. COMMUNITY NEED AND COMMUNITY ENGAGEMENT**

#### **a. Community Need**

i. The Community's Need for Funding: The neighborhoods of the priority sites and large portions of the City of Kenosha are experiencing lower incomes, health concerns, high rental populations, and higher crime rates than county averages, and suffer from blighted and distressed properties. As is the case with the rest of the country, the City of Kenosha has been battling with increasing local unemployment rates due to the Coronavirus Pandemic. Additionally, local businesses and employers have been struggling to stay open due to mandated closures. Most recently, the City was the site of civil unrest. The Kenosha Business Alliance documented more than 100 damaged businesses from the unrest, and at least 40 businesses were destroyed during looting events. Uptown Brass Village, one of the neighborhoods with an identified priority site, was extremely damaged. It is anticipated that the neighborhood may eventually recover, but it will take an extensive amount of remediation, time, effort, and financial backing.

Building vacancies are high in the target area neighborhoods, which are littered with deteriorated and blighted houses and lots. Kenosha County's funding revenue is reliant on property taxes and the revenue to support social programs is strained. Reduced revenue and employment and increasing poverty rates and living costs cripples the capacity of the county. Despite the clear need for assistance, and due to a tight budget combined with other economic factors, our limited financial resources are needed to implement safety services, health care, and sanitation priorities. The combined poverty rates of minorities, women/children/elderly, families, and women-householders in the 3 priority site neighborhoods, along with the entirety of the county, are well above state and country rates, indicating a real need for assistance for these communities. These residents need economic development that creates employment opportunities, affordable housing options, and real stimulation for their communities. These economically disadvantaged groups with extreme socio-economic disparities do not have the capacity to apply for funding or to manage brownfields sites on their own.

Neighborhood Statistics (2017)	Poerio Neighborhood	Endee Neighborhood	Roosevelt Neighborhood	Kenosha County	Wisconsin	United States
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Poverty Rate:						
African-American:	<b>70.23 %</b>	<b>46.17 %</b>	<b>16.32 %</b>	<b>39.6 %</b>	34.30 %	23.00 %
Hispanic:	0.00 %	<b>28.47 %</b>	18.60 %	<b>24.9 %</b>	24.84 %	22.15 %
White:	<b>17.19 %</b>	<b>19.09 %</b>	<b>14.30 %</b>	<b>12.1 %</b>	9.82 %	12.05 %
% of Population are:						
Women in Poverty:	<b>27.0 %</b>	<b>27.5 %</b>	<b>19.8 %</b>	<b>15.9 %</b>	13.5 %	15.8 %
Children in Poverty:	<b>34.4 %</b>	<b>41.0 %</b>	16.2 %	<b>22.1 %</b>	16.7 %	20.3 %
Elderly in Poverty:	9.8 %	<b>33.3 %</b>	7.6 %	15.1 %	15.6 %	19.0 %
% of Families in Poverty:						
African-American:	<b>68.15 %</b>	<b>40.59 %</b>	21.11 %	<b>33.1 %</b>	31.20 %	21.33 %
Hispanic:	0.00 %	21.18 %	<b>25.90 %</b>	<b>22.8 %</b>	21.76 %	19.72 %
White:	<b>8.39 %</b>	<b>15.81 %</b>	<b>13.00 %</b>	<b>8.3 %</b>	6.06 %	8.23 %
% of Families in Poverty are Women-Householder:	<b>100.00 %</b>	77.32 %	<b>100.00 %</b>	53.7 %	77.94 %	73.65 %
African-American:	0.00 %	43.06 %	<b>100.00 %</b>	45.7 %	51.78 %	48.77 %
Hispanic:	<b>88.04 %</b>	<b>55.17 %</b>	<b>76.47 %</b>	29.1 %	48.78 %	46.60 %
White:						
% of Housing is Rental:	<b>61.2 %</b>	<b>58.1 %</b>	<b>42.4 %</b>	<b>34.4 %</b>	33.0 %	36.2 %
% of Population Spending >35% on Rent:	<b>43.5 %</b>	<b>49.7 %</b>	<b>41.1 %</b>	<b>41.1 %</b>	37.0 %	41.5 %
% of Households Receiving Food stamps:	<b>16.8 %</b>	<b>30.2 %</b>	<b>17.7 %</b>	<b>15.7 %</b>	12.1 %	12.6 %

Bolded values indicate greater than Wisconsin statistic, Shaded value indicates greater than US statistic.

All data sourced is from US Census Bureau and neighborhood data is representative of the specific census tracts.

**ii. Threats to Sensitive Populations:** The concentration of brownfields sites in the City of Kenosha and the health data presented in the table below indicate a strong link between race, income, and health effects, and demonstrate a disproportionate impact from brownfields to residents in the target area demonstrate serious environmental justice issues.

**ii (1). Health/Welfare of Sensitive Populations:** There are higher concentrations of sensitive populations in the lower-income neighborhoods where priority sites are located than the remainder of the city, county, and state. For instance, there are 9 schools, one university, 16 full and pocket-sized parks, one non-hospital medical care facility, no community centers, 23 churches, one library, and 17 senior-living or assisted living communities within 1 mile of the priority sites in the City of Kenosha. The sensitive populations living in poverty surrounding the priority sites have limited access to nutritional food – only one grocery store was identified in the immediate area of the 3 priority sites, leaving large portions of the area in a food desert.

**ii(2). Greater than Normal Incidence of Disease and Adverse Health Conditions:** Limited or reduced access to healthcare (only one urgent care facility was identified in all three neighborhoods) can result in delayed treatment of health issues resulting from chronic exposure to contamination potentially found at the brownfields sites. The county's [Community Health Improvement Plan](#) (CHIP), correlates a direct relationship between local resident's socio-economic status and their health throughout the county. The table below shows the increased health risk factors for the City of Kenosha and the county highlighted in the CHIP.

Health Indicators	City of Kenosha (Target Area)	Kenosha County	Wisconsin	United States
Poverty Rate <sup>1</sup>	<b>19.0 %</b>	<b>14.5 %</b>	12.3 %	14.6 %
% of Children in Poverty <sup>1</sup>	<b>28.5 %</b>	<b>22.1 %</b>	16.7 %	20.3 %
% of Elderly in Poverty <sup>1</sup>	<b>19.2 %</b>	15.1 %	15.6 %	19.0 %
% of Families in Poverty <sup>1</sup>	<b>14.7 %</b>	<b>10.2 %</b>	8.1 %	10.5 %
% of Families in Rental Housing <sup>1</sup>	<b>44.0 %</b>	<b>34.4 %</b>	33.0 %	36.2 %
Cancer Incidence Rate (per 100k) <sup>2,3</sup>	--	<b>489.7</b>	457.2	439.2
Cancer Mortality Rate (per 100k) <sup>2,3</sup>	--	<b>190.3</b>	165.2	163.5
Ozone Days Above Design (per year) <sup>4</sup>	--	<b>23</b>	3.8	--
Asthma Emergency Room Visits (per 10k) <sup>2</sup>	--	<b>54.4</b>	39.5	--
Lung Cancer Incidence Rate (per 100k) <sup>2,3</sup>	--	<b>73.1</b>	61.1	56.0

Sources: 1: US Census Bureau, 2: Wisconsin Dept. of Health Services, 3: US Dept of Health & Human Services, 4: Wisconsin Department of Natural Resources. -- = data not located, Bolded values indicate greater than Wisconsin, Shaded values indicate greater than US.



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Kenosha County ranks 4th in Wisconsin for Opioid Misuse Indicators (2015, WI DHS), 2nd in Wisconsin for deaths per 100,000 residents, and 4th in Wisconsin for opioid-related deaths (2017, amFAR.org). Aside from alcohol, opioids are the most prevalent substance used among individuals seeking county-authorized treatment, with African American and American Indian residents having the highest rate of opioid-related deaths (combined 53% of all deaths). The state-average of persons needing but not seeking treatment for addiction (treatment gap) is 78%; however, the gap is 90% in Kenosha County and is ranked 2nd highest of all Wisconsin counties (dhs.wisconsin.gov). This treatment gap is likely widened by having only four physicians in the county licensed to administer the addiction treatment medication Buprenorphine, compared to other Wisconsin Counties where 100s of physicians are licensed, and the presence of only one syringe exchange program in our County (amFAR.org).

**ii (3). Disproportionately Impacted Populations:** Kenosha County's target area has an increasing minority population, and cancer incidence/mortality rates that are higher than the state and national averages (cdc.gov). The county ranks 4th in the state for asthma-related hospitalizations, 5th in the state for asthma-related emergency room visits, and in the county, Hispanics have a 2x higher, African-Americans have a 6x higher, and children younger than 5 years have a 3x higher emergency room/hospitalization rate than the general population (dhs.wisconsin.gov).

The WDNR's BRRTS has 1,647 environmental sites located within Kenosha County, of which 115 are currently open and 79 are in the city. Residents and workers can be exposed to a variety of contaminants from brownfields sites, including petroleum, VOCs, PCBs, metals, nitrates, and PFAS/PFOS (wdnr.gov). Surface contamination can leach into the subsurface from rain infiltration where it can impact soil/groundwater and cause vapor intrusion issues into buildings. The priority sites are in populated areas and are near residences, schools, libraries, and parks where this contamination can negatively impact sensitive populations by direct contact, ingestion, airborne particle inhalation, and vapor intrusion exposure pathways.

[Per the 2019 Wisconsin County Health Rankings Report Summary](#), Kenosha County ranks 3rd in the state for the highest income inequality ratio (income inequality between the 80th percentile and 20th percentile of earners). This income inequality ratio is the highest it has ever been in Kenosha County, and the increase is expected to continue. A direct correlation can be drawn between local ozone days, our asthma rates, local cancer incidence/mortality rates, the rate of opioid death rates, and local income and racial disparities with the poverty rates of the priority site neighborhoods are experiencing. This assessment grant will enable Kenosha County to identify, assess, and plan for the revitalization of brownfields in the target area, activities supporting the county's comprehensive goal of creating a healthy environment for residents.

### b. Community Engagement

**i. & ii. Project Partners and Roles:** The table below identifies local community partners:

Key Partners	
<b>City of Kenosha</b> , Mr. Jeff Labahn, communitydevelopment-inspections@kenosha.org, 262.653.4263 Role: Redevelopment planning, community outreach, urban renewal.	<b>Kenosha Area Business Alliance (KABA)</b> , Ms. Heather Wessling Grossz, hwessling@kaba.org, 262.925.3467 Role: Community outreach and workforce development.
<b>ELCA Urban Outreach Center</b> , Mr. Karl Erickson, kerickson@ELCAoutreachcenter.org, 262.652.5545 Role: Community outreach and education.	<b>Kenosha Public Library, Northside Library</b> , Ms. Anne Rasmussen, arasmussen@mykpl.info, 262.564.6148 Role: Communication and community outreach.
<b>Uptown Brass Village Neighborhood Assoc.</b> , Ms. Amy Greil, 262.857.1935 amy.greil@wisc.edu Role: Community stakeholders, community engagement, provide updates to community through newsletters, provide minority needs, and provide input on reuse.	<b>Kenosha Co. Health Department</b> , Mr. Mark Melotik, Mark.Melotik@kenoshacounty.org, 262.605.6745 Role: Community outreach and health education, posting information at their facilities, attending community meetings, respond to health threats.

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Kenosha County Parks, Ms. Nancy Retana, nancy.retana@kenoshacounty.org, 262.857.1949 Role: Grant support and parks development planning.	Center for Environmental Studies at UW-Parkside, Dr. Rachael Headley, headley@uwp.edu, 262.595-2327 Role: Aid the County create community outreach programs about our proposed assessment efforts.
<b>Potential Partners</b>	
Bose Elementary Grade School, Forward Community Investments, Harborside Academy, Kenosha County Workforce Development, Wisconsin Partnership for Housing Development, Shalom Center of Interfaith, Shalom Center Food	

**iii. Incorporating Community Input:** Although each of the neighborhoods within the City of Kenosha has its unique disparities, there are common needs identified including: quality of life issues, cancer and respiratory diseases, poverty, and affordable housing options. Kenosha County will request resident input via press releases, social media, postings in community centers, partnering with the health department, virtual town hall meetings, and by door hangings in individual neighborhoods about developing the inventory and, once the sites are identified, Kenosha County will solicit ideas for reuse on selected sites from the inventory, starting with the priority sites. Kenosha County will address health via social media by posting about environmental health topics and any health/safety concerns associated with the sites. This will be especially useful to our priority site neighborhoods, with dilapidated and potentially unsafe structures that could threaten resident safety, or which could be a magnet for crime and drug use. To improve the local employment rate, jobs for this project will be advertised through the community and state workforce development partners, in local newspapers, and web-based employment resources. In addition to regular county, city, and community virtual meetings, print publication, and developing a social media presence, the county will engage with the public through the local chapters of Habitat for Humanity, Chambers of Commerce, local universities, and the Kenosha Area Business Alliance.

### **3. TASK DESCRIPTIONS, COST ESTIMATES, AND MEASURING PROGRESS**

#### **a. Description of Tasks and Outputs**

**Task 1a – Procurement of a QEC:** Kenosha County will procure a Qualified Environmental Consultant (QEC) via a Request for Qualifications (RFQ) process once the grant is awarded. Director of Planning and Development, Andy Buehler, will work with the Division of Purchasing during the procurement process.

**Task 1b - Site Inventory and Selection:** Kenosha County will add 10 sites to the priority list (currently 20 sites) based on priority scoring. Activities will include touring communities, inspecting sites, maintaining inventory, collecting technical data for eligibility requests, ranking sites, inputting data into EPA's ACRES. This task is expected to have a total **output** of 30 brownfield sites identified, scored, and prioritized on the inventory list.

**Task 1c -Securing Access:** Kenosha County anticipate needing access to 11 sites. Task 1c activities include preparing and reviewing access agreements, access agreement preparation, coordinating with stakeholders and property owners. The **output** for this task is up to 11 site access agreements prepared by the QEC and the project manager.

**Task 2 - Phase I Assessments:** Phase I environmental site assessments (ESAs) will be performed on 11 inventoried and prioritized sites (8 hazardous and 3 petroleum) by a Qualified Environmental Professional (QEP). Activities include conducting Phase I ESAs under ASTM Standard 1527-13 and the USEPA's All-Appropriate Inquiry rule. This task is expected to have an **output** of 11 Phase I ESAs and will be conducted in the first year of the grant award.

**Task 3 - Phase II Assessments:** Kenosha will work with the QEC to conduct 6 Phase II ESAs with Health and Sampling Plans (HASPs), a Quality Assurance Project Plan (QAPP) with site-specific updates as needed, and sampling and analysis plans (SAPs) approved by the EPA.

## IV.E. Narrative/Ranking Criteria

**Outputs** for this task include 1 QAPP, 6 site-specific QAPP updates, 6 SAPs, 6 HASPs, and 6 Phase II ESA Reports to be complete in the second year of this grant award.

**Task 4 - Insurance Archaeology (IA):** If contamination is found during the Phase II ESAs at one appropriately identified site as screened by the selected IA vendor, an IA records search will be performed to identify and reconstruct insurance coverage. The IA may result in a sharing of responsibility for liability or costs with previous property owners, operators, tenants that may have caused or contributed to the contamination. This insurance funding can be used for future site assessment and cleanup efforts and is a valuable tool during the brownfields reuse process. The **output** for this Task is 1 IA Assessment in the second project year.

**Task 5: Cleanup and Reuse Planning:** The QEC will conduct cleanup/reuse planning for 3 sites after evaluation of Phase II data for each site based on the potential reuse scenario(s). Each ABCA/RAP will include cleanup options for contaminants that exceed the applicable WDNR regulatory levels. Cleanup actions will be evaluated based on cost, proposed site use, feasibility, and effectiveness in protecting health and the environment. Kenosha County will hold at least one public meeting for each site proposed for cleanup to inform and solicit feedback from the community. The Task 5 **output** will be the completion of 3 plans (hazardous) to be finished by the end of this grant award period.

**Task 6 - Program Oversight and Outreach:** This task is to administer the grant including quarterly/final reporting, Cooperative agreement coordination, accounting/financial reporting, tracking outputs/outcomes, providing coordination for public meetings, media releases, and partner outreach including preparing for, attending, and participating in public meetings. Also included are travel costs for county personnel to attend a brownfields-related conference. The **outputs** for this task include printed materials, meeting agendas/minutes, participation in a brownfields/economic development conference, 6 public meetings, and 12 stakeholder meetings.

### 3.b. Cost Estimates and Outputs:

Program Tasks:	Task 1: QEC, Inventory, Prioritization, Access	Task 2: Phase I ESAs	Task 3: Phase II ESAs	Task 4: Insurance Archaeology	Task 5: Cleanup and Reuse Planning	Task 6: Program Oversight and Outreach	Total:
<b>Hazardous Substances Budget</b>							
Personnel	\$ 6,240	\$ 4,000	\$ 5,000	\$ 500	\$ 5,700	\$ 8,400	<b>\$ 29,840</b>
Travel	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 700	<b>\$ 700</b>
Supplies	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 1,000	<b>\$ 1,000</b>
Contractual	\$ 6,660	\$ 24,000	\$ 142,500	\$ 14,000	\$ 18,000	\$ 6,000	<b>\$ 211,160</b>
<b>Total Hazardous:</b>	<b>\$ 12,900</b>	<b>\$ 28,000</b>	<b>\$ 147,500</b>	<b>\$ 14,500</b>	<b>\$ 23,700</b>	<b>\$ 16,100</b>	<b>\$ 242,700</b>
<b>Petroleum Substances Budget</b>							
Personnel	\$ 4,840	\$ 1,500	\$ 1,000	\$ -	\$ -	\$ 4,200	<b>\$ 11,540</b>
Travel	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 700	<b>\$ 700</b>
Supplies	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 500	<b>\$ 500</b>
Contractual	\$ 4,060	\$ 9,000	\$ 28,500	\$ -	\$ -	\$ 3,000	<b>\$ 44,560</b>
<b>Total Petroleum</b>	<b>\$ 8,900</b>	<b>\$ 10,500</b>	<b>\$ 29,500</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ 8,400</b>	<b>\$ 57,300</b>
<b>Total Budget</b>	<b>\$ 21,800</b>	<b>\$ 38,500</b>	<b>\$ 177,000</b>	<b>\$ 14,500</b>	<b>\$ 23,700</b>	<b>\$ 24,500</b>	<b>\$ 300,000</b>

#### Task 1: QEC, Inventory, Prioritization, Access Activities (hazardous/petroleum):

- \$11,080 for County Personnel to select QEC, create inventory, and obtain access (\$6,240/\$4,840)
- \$10,720 for QEC to create and prioritize inventory and obtain access (\$6,660/\$4,060)

#### Task 2: Phase I ESAs (8 hazardous, 3 petroleum):

- \$5,500 for County Personnel to provide oversight of 11 Phase I ESAs (\$4,000/\$1,500)
- \$33,000 for QEC to prepare and submit 11 Phase I ESAs, estimated to be \$3,000 each (\$24,000/\$9,000)

## IV.E. Narrative/Ranking Criteria

### **Task 3: Phase II ESAs, including QAPPs, HASP, SAPs (5 hazardous, 1 petroleum):**

- \$6,000 for County Personnel to provide oversight of 6 Phase II ESAs (\$5,000/\$1,000)
- \$171,000 for QEC to prepare QAPP, QAPP updates, HASPs, SAPs, and to perform 6 Phase II ESAs, estimated to be \$25,000 each (\$142,500/\$28,500)

### **Task 4: Insurance Archaeology (1 hazardous, 0 petroleum):**

- \$500 for County Personnel to provide oversight of Insurance Archaeology (\$500/\$0)
- \$14,000 for QEC to perform Insurance Archaeology (\$14,000/\$0)

### **Task 5: Cleanup and Reuse Planning (3 hazardous, 0 petroleum):**

- \$5,700 for County Personnel to prepare reuse evaluation/planning and market viability studies (\$5,700/\$0)
- \$18,000 for QEC to evaluate Phase II ESA data and to prepare 3 ABCA/RAPs, estimated to be \$6,000 each (\$18,000/\$0)

### **Task 6: Program Oversight and Outreach Activities:**

- \$12,600 for County Personnel to administer grant, submit quarterly/final reporting, partner outreach, community outreach and public meeting planning and attendance (\$8,400/\$4,200)
- \$1,400 for Travel for County Personnel to Brownfields conference: \$500 airfare, \$450 hotel, \$250 registration fees, \$200 per diem (\$700/\$700)
- \$1,500 for Supplies including printed meeting and outreach materials (\$1,000/\$500)
- \$9,000 for QEC to assist with grant administration, reporting, partner outreach, preparing materials and attending community meetings (\$6,000/\$3,000)

**c. Measuring Environmental Results:** Kenosha has demonstrated successful tracking, measurement, and evaluation of project objectives in other grant scenarios as noted below.

Tracking	Output	Outcome	Schedule	Reporting
Procuring an appropriate QEC	Request for Qualifications	Contracting the selected QEC	First 3 months	ACRES, Outreach
Number of sites	Site Inventory	Scored Sites to move to assessment Task 2	First 3 months	ACRES, Outreach
Up to 11 Phase I ESA reports completed	Phase Is with Recognized environmental conditions (RECs) or no RECs.	Sites with no RECs can be put up for sale and back on tax roll; Sites with RECs move forward in Phase II ESAs	6 months after Site Inventory	ACRES, WDNR
Up to 6 Phase II ESA reports completed	Confirmation/clearing properties of hazardous or petroleum contamination	Sites recommended for no further action, returned to tax roll or if identified contamination move to further evaluation/cleanup.	Within 1 year of Phase I completion	ACRES, WDNR, Outreach.
Insurance archeology investigation	Insurance Archeology report with potential insurance assets identified.	Viable insurance funding to supplement or replace existing or future grant or leveraged funds.	Within 6 months of Phase I completion	ACRES
Up to 3 Remedial and Reuse Plans	RAPs or closure plans	Identify potential costs and reuse opportunities to restore property vitality and value.	Within 6 months of completing Phase II ESAs	ACRES, WDNR, Outreach.

## **4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE**

### **a. Programmatic Capability**

**i. Organizational Structure:** Kenosha County has a team of inter-department representatives to ensure that this grant will be carried out successfully. The Division of Planning and Development will manage the project and work with consultants to ensure assessments are completed to standard; the Division of Parks will provide administrative assistance to manage grant reporting requirements, fund draw down requests, and other grant management assistance; Corporation Counsel will assist with the legal aspect and support for access and acquisition of

#### IV.E. Narrative/Ranking Criteria

assessment sites. Additionally, the Kenosha County Treasurer's office will manage the funds and tracking delinquent tax properties. Inter-departmental support is also anticipated from the County Facilities Manager and IT for planning and GIS mapping.

ii. Description of Key Staff: **Mr. Andy Buehler, Director**, has served 28 years with the Kenosha County Department of Public Works' Division of Planning and Development. Buehler will serve as grant and Project Manager and be responsible for coordinating County resources to implement grant activities. **Ms. Nancy Retana**, who has 4 years of experience with the county as a grant writer, will be responsible for grant compliance and coordinating public outreach with community partners. **Mr. John Moyer**, Senior Assistant Corporation Counsel, will provide support for access to and acquisition of real estate, and legal issues relative to the assessment and cleanup of sites.

iii. Acquiring Additional Resources: In April 2010, Kenosha County adopted an [Ethics Code for Officials and Employees](#), which outlines how the county is to be run. The Division of Purchasing aims to foster fair and open competition in compliance with federal, state, and local laws. The county requires all contractors to register with its online procurement service, and all solicitations issued by the county are posted to a real-time request for proposals portal. With these systems in place, the procurement specialists and their expertise during the administration of this assessment grant will be a transparent process. Kenosha County will adhere to procurement compliance requirements, including the Procurement Standards of the Uniform Grant Guidance as outlined in the *Best Practice Guide for Procuring Services, Supplies, and Equipment Under EPA Assistance Agreement (2018)*.

#### b. Past Performance and Accomplishments

i. Currently Has or Previously Received an EPA Brownfields Grant: Not Applicable.

ii. Has Not Received an EPA Brownfields Grant but has Received Other Federal or Non-Federal Assistance Agreements: The table below outlines the most recent assistance agreements that are similar in size, scope, and relevance to this proposal and managed by Kenosha County staff.

Awarding Agency	Project Name/Accomplishments	Award Amount
FEMA/WDNR, 1995-current	Fox River Floodplain Mitigation Program (on-going), has successfully been implemented and 5 additional homes in flood-prone areas will be purchased at fair market value (105 homes have previously been bought)	\$511,389 (as of 2017)
WDNR Stewardship, 2012	Silver Lake Park Ice House Trail - successfully completed trail within budget and on time to connect residents to Silver Lake Park	\$ 440,452
EPA GLRI, 2017	Pike River Streambank Restoration and Petrifying Springs - ongoing, on-track to preserve the water quality, habitat, and ecological function by controlling streambank erosion and improving infiltration of the Pike River	\$ 500,000

1. Purpose and Accomplishments: Kenosha County has not received an EPA Brownfield grant, but has been awarded approximately \$2M in state, federal, and private grants since 2016.

2. Compliance with Grant Requirements: The grants listed above were successfully managed, reports were submitted on-time, and projects were completed within budget. Reporting requirements were met and data noting achieved results were filed as required by grantor in a timely manner and approved under all agreements. Assessment grant funds will be utilized in accordance with the work plan requirements and implemented according to an approved schedule in accordance with all requirements and conditions set forth by the EPA and in compliance with federal guidelines.

## Application for Federal Assistance SF-424

\* 1. Type of Submission:

- ☐ Preapplication  
☒ Application  
☐ Changed/Corrected Application

\* 2. Type of Application:

- ☒ New  
☐ Continuation  
☐ Revision

\* If Revision, select appropriate letter(s):

\* Other (Specify):

\* 3. Date Received:

10/26/2020

4. Applicant Identifier:

5a. Federal Entity Identifier:

5b. Federal Award Identifier:

State Use Only:

6. Date Received by State:

7. State Application Identifier:

Wisconsin

### 8. APPLICANT INFORMATION:

\* a. Legal Name:

Kenosha County

\* b. Employer/Taxpayer Identification Number (EIN/TIN):

396005707

\* c. Organizational DUNS:

0804878380000

d. Address:

\* Street1:

19600 75th Street

Street2:

Suite 185-3

\* City:

Bristol

County/Parish:

Kenosha

\* State:

WI: Wisconsin

Province:

\* Country:

USA: UNITED STATES

\* Zip / Postal Code:

53104-9772

e. Organizational Unit:

Department Name:

Public Works

Division Name:

Planning and Development

f. Name and contact information of person to be contacted on matters involving this application:

Prefix:

Ms.

\* First Name:

Nancy

Middle Name:

\* Last Name:

Retana

Suffix:

Title:

Grant Specialist/Development Coordinator

Organizational Affiliation:

Kenosha County

\* Telephone Number:

262-857-1949

Fax Number:

\* Email:

nancy.retana@kenoshacounty.org

## Application for Federal Assistance SF-424

### \* 9. Type of Applicant 1: Select Applicant Type:

B: County Government

Type of Applicant 2: Select Applicant Type:

Type of Applicant 3: Select Applicant Type:

\* Other (specify):

### \* 10. Name of Federal Agency:

Environmental Protection Agency

### 11. Catalog of Federal Domestic Assistance Number:

66.818

CFDA Title:

Brownfields Assessment and Cleanup Cooperative Agreements

### \* 12. Funding Opportunity Number:

EPA-OLEM-OBLR-20-06

\* Title:

FY21 GUIDELINES FOR BROWNFIELD ASSESSMENT GRANTS

### 13. Competition Identification Number:

Title:

### 14. Areas Affected by Project (Cities, Counties, States, etc.):

Add Attachment

Delete Attachment

View Attachment

### \* 15. Descriptive Title of Applicant's Project:

Kenosha County Community-Wide Assessment Grant

Attach supporting documents as specified in agency instructions.

Add Attachments

Delete Attachments

View Attachments

**Application for Federal Assistance SF-424****16. Congressional Districts Of:**

\* a. Applicant

WI-1

\* b. Program/Project

WI-1

Attach an additional list of Program/Project Congressional Districts if needed.

Add Attachment

Delete Attachment

View Attachment

**17. Proposed Project:**

\* a. Start Date:

10/01/2021

\* b. End Date:

09/30/2024

**18. Estimated Funding (\$):**

* a. Federal	300,000.00
* b. Applicant	0.00
* c. State	0.00
* d. Local	0.00
* e. Other	0.00
* f. Program Income	0.00
* g. TOTAL	300,000.00

**\* 19. Is Application Subject to Review By State Under Executive Order 12372 Process?**

- ☐ a. This application was made available to the State under the Executive Order 12372 Process for review on .
- ☒ b. Program is subject to E.O. 12372 but has not been selected by the State for review.
- ☐ c. Program is not covered by E.O. 12372.

**\* 20. Is the Applicant Delinquent On Any Federal Debt? (If "Yes," provide explanation in attachment.)**☐ Yes ☒ No

If "Yes", provide explanation and attach

Add Attachment

Delete Attachment

View Attachment

**21. \*By signing this application, I certify (1) to the statements contained in the list of certifications\*\* and (2) that the statements herein are true, complete and accurate to the best of my knowledge. I also provide the required assurances\*\* and agree to comply with any resulting terms if I accept an award. I am aware that any false, fictitious, or fraudulent statements or claims may subject me to criminal, civil, or administrative penalties. (U.S. Code, Title 218, Section 1001)**

☒ \*\* I AGREE

\*\* The list of certifications and assurances, or an internet site where you may obtain this list, is contained in the announcement or agency specific instructions.

**Authorized Representative:**

Prefix:  \* First Name:

Middle Name:

\* Last Name:

Suffix:

\* Title: \* Telephone Number: Fax Number: \* Email: \* Signature of Authorized Representative: \* Date Signed: